20 March 1968

MEMORANDUM FOR: Assistant Deputy Director for Support

THROUGH

: Chief, Support Services Staff

SUBJECT

: Review of Agency Records Storage Problem

1. As requested, we have recapitulated several points from the Records Program Briefing of Wednesday, 13 March 1968 and attached them to this memorandum as Background details. The following is a summarized list of the 12 recommended actions divided into two problem areas as presented at the Briefing:

A. RECORDS PROGRAM PROBLEMS AND RECOMMENDATIONS

(1) THE AGENCY HAS AN ACTIVE RECORDS RETIREMENT EFFORT WITHOUT A COMPARABLE EFFORT TO CONTROL THE RECORDS CREATION AND MAINTENANCE.

A revitalized, full-time, and Total Records Program as prescribed in must be the re-stated Agency policy. This admonishment should come from as high in the management structure as possible.

(2) THE PRESENT RECORDS MANAGEMENT PERSONNEL ACROSS THE AGENCY INCLUDE TOO MANY PART-TIME AND INADEQUATELY TRAINED INDIVIDUALS FOR SO ENORMOUS, EXPENSIVE, AND SERIOUS AN AGENCY PROBLEM.

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The requirements and responsibilities for component participation as stated in paragraph ld (2) should be reiterated to all of Agency management. The responsibilities and duties of a records officer for a Total Records Program are full-time. The benefit of his effort will be in proportion to his records or management knowledge and the scope of the Records Program in his component.

(3) PROJECT PLANNING DOES NOT GENERALLY INCLUDE PLANS OR FUNDS FOR RECORDS RETENTION.

All Planning, Organizing, and Budgeting must be extended to include provisions for active and inactive records. A Records Officer should be included as early as possible in the re-organization or development work concerning projects, offices, or other activities that will generate or involve any bulk of records or paperwork.

(4) THE AGENCY IS EXPANDING TECHNOLOGICALLY WITH A RESULTANT INCREASE IN RECORDS PRODUCTION.

To improve our control of records disposition we must establish stricter standards and greater management for records creation and filing systems.

An Agency Records Committee composed of the Agency Records Administration Officer and the Senior Records Administration Officers of each Directorate should be established to study Agency records problems and to exchange and develop better records techniques.

The planning of new automated records systems should include the component Records Management Officer. He should be informed of the development and objectives of such proposed automated systems that will have a bearing upon the component's records.

(5) ANY PROGRAM NEEDS THESE THREE ELEMENTS: AUTHORITY, IMPLEMENTATION, AND FOLLOW-UP. OUR RECORDS PROGRAM HAS EACH, BUT EACH NEEDS GREATER ACCEPTANCE TO FUNCTION SUCCESSFULLY.

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Our Regulation is authoritative and encompasses the Program -- but it needs periodic reiteration and endorsement.

Our Implementing Personnel need some satisfying recognition and a Records Career Service or specified position standards to equalize the requirements and rewards in proportion to the component workload.

The Decentralized Records Program needs an official follow-up procedure such as an annual review of component Programs with reports thereon. Semi-annual meetings, periodic visits, and day to day support by the Central Records Staff must have greater significance to be considered Program Management.

B. RECORDS STORAGE PROBLEMS AND RECOMMENDATIONS

- (1) The Records Center is filled to capacity and additional storage space must be provided. The following six alternatives were studied in an effort to avoid building construction:
 - (a) Installing motorized shelving in the existing Records Center. Equipment now on the market could increase the capacity 28% (or 27, 290 cubic feet), at a cost of \$772,000. This was considered too costly and the capacity gain inadequate.

(b) Use of other buildings or facilities of the Agency. All were found either unavailable or unsuitable. Consideration included the Headquarters basement,

- (c) Rental of new space. This rental and necessary security alterations is more expensive than construction and will fragment the operation, thereby requiring more guards and additional service personnel.
- (d) Accelerated records disposal. The 55,000 cubic feet removed from the Center during the past five years leaves an average of 1,200 feet now scheduled for each of the next five. Further disposal review by each component is recommended in Approved For Release 2001/07/28: CIA-RDP74-00390R000300110001-2

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- (b) The Deputy Director for Support should transmit computer listings of current Records Center deposits to each Directorate requesting their close scrutiny to eliminate obsolete papers and to tighten disposal time schedules for other files.
- (c) The Central Records Staff should conduct an orientation conference on the requirements of records retention with emphasis on historical and archival record keeping. Invite all Agency historians and Records Officers. This will require from top management policy and procedure statements concerning our historical requirements.
- (d) The Central Records Staff should implement a "Records Retention Plan" announcing "Offices of Record" and stipulating the various types of documents and records for which specific offices are responsible, thereby releasing others from filing and making duplicate records retirement deposits.
- (e) The foregoing can be expected to extend only temporarily the capacity-life of the Records Center. Further, the storage

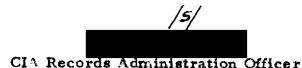
in the near future. The state-of-the-art of the micro-miniaturization technology does not promise any practical application
within the next five years. Neither may we expect the component
use of computers to reach sufficient sophistication to eliminate
quantities of paper records within the next five years. Therefore,
it is recommended that construction of additional storage space,
possibly contiguous to the Records Center be considered, 1A
programmed, and budgeted for no later than Fiscal Year 1970.

(f) The Office of Logistics should be requested to proceed immediately with a Feasibility Study and to provide details and cost comparison estimates for various methods of such construction. The findings should include such other construction alternatives in the Headquarters area that 25X1A appropriately relate to the provision of space to store Agency records.

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(g) Funds should be set aside as soon as practicable for the Logistics Feasibility Study (\$6,000). Also, funds will be needed and should be set aside for the Architect and Engineering Contract, Title I--Design (\$36,000) if the Study findings recommend a construction proposal that is approved. Finally, the 1970 Budget should include approximately 1.2 million dollars to provide for the storage of Agency records.



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Attachments:

Records Program Background with TABS A through K as indicated

Distribution:

Orig & 1 - Addressee

1 - Records Center

1 - RAB File (Circulated copy for review by Staff members)

1 - SSS w/o Attachments

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DDS/SSS/RAB, 0jw (20 Mar 68)

20 March 1968

RECORDS ADMINISTRATION PROGRAM BACKGROUND

This Briefing on the Agency Records Program is focused on the fact that the Agency Records Center is filled to capacity and that extensive corrective actions must be initiated before December 1970. The Wednesday, 13 March 1968 Briefing of the Deputy Director for Support reviewed the Background of the Records Program and divided the problems and recommendations into two areas for action. The following Background material was part of that Briefing:

- a. The Federal Records Act of 1950 requires every Agency to have a Records Administration Program to improve the efficiency and economy of its paperwork.
- b. The Headquarters Regulation adequately fulfills the 25X1A legal and administrative requirements of the Agency Records Program.
- e. Congress has repeatedly and consistently demonstrated a positive concern about records in the Executive Departments.

 (i.e. The Records Disposal Act of 1943 probibits disposal of Government records unless approved by the Joint Committee on Disposal of Executive Papers.)

- d. The Agency records disposal system operates in accordance with this law and with the related procedures established and supervised by the National Archives and Records Service, GSA.
- e. Current Congressional concern is reflected in the Congressional Record of March 13, 1967 (pages H-2614 thru 2616) introducing House Resolution 7107 "a bill to provide for better direction and supervision of CIA and other U. S. Intelligence activities". In his remarks Congressman Reuss of Wisconsin recommends amendment of the 1943 Records Disposal Act and he stated: "To assure that the full record is available to historians, the bill provides that no CIA records can be destroyed without the approval of the Joint Congressional Committee on Intelligence".
 - f. Agency prescribes a Records Program to include:
 - (1) Reports Administration
 - (2) Correspondence Administration
 - (3) Forms Administration
 - (4) Records Maintenance
 - (5) Records Disposition
 - (6) Vital Records Administration
- g. The size and scope of the problems currently covered by each of the above sub-programs are reflected in a small "Quiz" attached as TAB A.

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- Records Management Officer and responsible for component activity in the decentralized Program are listed in TAB B. All have other duties and more than half of them spend only a short time on the Total Records Program.
- i. The Agency Records Administration Officer has the assistance of 5 professionals in his Headquarters Central Staff. They establish standards and provide advice and guidance to all components of the Agency. The Total Records Program being attempted by this Central Records Staff is outlined in TAB C. He has 15 people operating the Agency Records Center (Two parttime contract employees are supplementing the work force during the move of some records to Suitland.)

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- j. Each summer the component Records Officers inventory the Agency records holdings.
 - k. The following Statistical Charts were briefly reviewed:
 - (1) Volume of Active Records in Agency Offices (TAB D)
 - (2) Total Office Holdings in the Records Center (TAB E)
 - (3) Four types of Records on Hand in the Records Center (TAB F)
 - (4) Average growth of Records Center Volume (TAB G)
 - (5) Volume of Records on Hand 1957-67 and est. of 1975 (TAB H)
- 1. The records storage policy of the Federal Government, implemented through the National Archives and Records Service, is to construct Records Centers to store the inactive records of Government Agencies.

- at present there are 14 Federal Records Centers in 11 states holding some 8.5 million cubic feet of Government records. As of mid-1967 the Federal Agencies had some 17.5 million cubic feet of records.
- of these some 102,000 are in the Records Center and 232,000 are in the Offices. (The Agency ratio parallels that of the Federal Government with almost one-half as many inactive records in storage as there are active records in the Offices.)
- o. In 1954 the National Archives had a \$25,000 Survey conducted by Records Engineering, Inc. to make a comparison of costs between Microfilming and the use of Federal Records Centers. A summary of this Survey, which states a record may be stored 20 to 60 years for the cost of microfilming it, is attached as TAB I.
- p. In 1960 the General Accounting Office challenged the policy of Records Centers versus microfilming and, if we desire, that exchange of correspondence will be made available to us at National Archives by the Assistant Archivist for Federal Records Centers. The GAO conclusion found that Records Centers are more economical than microfilming inactive records.
- q. The 18 December 1967 memo on the Agency Records Program by the Chief, Support Services Staff to the DDS includes a study of the probable cost of microfilming a selected one-half of the Records Center contents. The findings show an estimated cost of 1.2 million dollars to contract

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for the filming of 50,000 cubic feet of records.

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- r. (The following aside is added here in response to microfilming questions raised after the Briefing. The Agency Printing Services price catalog for small, exacting microfilming jobs estimates the costs of \$76 per 2,000 pages. Their current facilities and manpower cannot take on a large-sized continuous filming operation. In DDI/CRS estimates filming at one cent per page. Our Staff estimates 2,000 pages per cubic foot of paper -- ergo, \$20 to film. The Government filming service at National Archives, GSA, Mr. Valacus calculates the cost at \$30 per cubic foot. Today they find no filming personnel available on the Civil Service roster and feel CIA security would boost filming costs to \$40 a foot among the possible Contractors. NARS stated the high cost of filming is personnel, not material and equipment. The filming problems may be seen detailed in the attached TAB J report on a DDI/CRS \$13,400 filming project. This was 3 million 5" x 3" cards (about 544 cubic feet) by 13 summer employees last year and the total cost averagedlabout \$24.76 per cubic foot. Recordak made a preliminary estimate of \$30,000 for the job -- \$55 a foot.)
 - cerning records storage costs. The National Archives and Records
 Service estimates Federal Records Center storage costs at 29 cents per
 cubic foot per year. They include in their calculations the annual
 cost of space and maintenance plus equipment costs amortized over a
 ten-year period. The Office of Logistics information and equipment
 cost \$245,675 in 1954 and the 30,000 square foot addition in 1957 cost

\$416,442. We average better than two cubic feet of records per square foot of floor space and thus have a capacity of 106,800 cubic feet in the 47,950 square feet of floor space available.

At present a Survey is being made of the Records Center and will include new storage cost estimates. In the past the following records storage cost calculations have been used:

CALCULATIONS FOR AVERAGE RECORDS CENTER STORAGE COST:

Cost of Records Center Building and Equipment was \$662,117.

Cost Divided by Volume of Records in Storage is (\$662,117 by 102,000) for a Center storage cost of \$6.48 per foot.

COMPARISON OF AVERAGE OFFICE RECORDS STORAGE COST:

Congressional reported cost of Government Office space is \$3.85 per sq. ft.

O/Logistics stated cost of 4-drawer safe today is \$535.00 each. (Safe holds 8 feet of records or \$73.12 per foot)

Cost of records storage in Office (\$73.12 plus \$3.85) is \$76.97 per foot.

In the past we pro-rated the building cost and safe cost over a 20-year amortization period, thereby reducing the Center versus Office storage cost figures down to 32 cents versus \$ 7.50 per year. Also we usually included the personnel costs for file and retrieval servicing of the records in both Office and Records Center because the ratio is similarly in the Center's favor. We calculate storage and service of records at the Center to be \$1.80 versus Office storage and service costs of \$61.08 per foot per year.)

t. Not all storage space is fit for Records Storage.

A record is kept because of a future need and intended use.

It must be available, controlled, secure, and serviced.

It must not be vermin ridden, rodent soiled, or damaged.

It must not be crumbly-crisp from heat or soggy from moisture.

If it does not deserve this care it need not be saved at all.

During Fiscal Year 1967 the retirement of records from Headquarters Offices averaged 71 cubic feet per work day (equal to 9 safes per day). The Records Center disposed of 29 cubic feet of old papers each day for a net growth rate averaging 42 cubic feet per day. From the records in storage the Records Center provided a daily average of 511 reference services during Fiscal Year 1967.

includes a Records Administration Branch request for \$750,000 to meet the requirements of storing Agency records after December 1970. This figure is based on the GSA construction costs of \$15 per square foot for reinforced Vault storage space. The Office of Logistics construction engineers use \$20 per foot in their estimates and include several other items with which we were unfamiliar. On 11 March 1968 they proposed a Feasibility Study (\$6,000) to establish tighter calculations and comparison costs. Attached as TAB K is the Logistics construction cost estimate of 1.2 million dollars plus another \$92,000 for necessary engineering work.



QUIZ

SCOPE OF RECORDS PROGRAM

RECORDS CREATION

1. NUMBER OF FORMS IN AGENCY TODAY. 2,729

We have 2,539 and use 190 from other Agencies. But -- 50 million copies are printed each year. Printing costs were \$250,000 for forms last year.

2. OTHER-AGENCY DOCUMENTS DDI/CRS RECEIVES ANNUALLY. 18 million

They receive about one million documents each year. But -- they average 18 copies of each. However, that is not enough. They copy 100,000 pages a month for distribution.

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FILES MAINTENANCE (After paper is Created - We must Maintain it in files)

1. VOLUME OF RECORDS IN AGENCY OFFICES. 232,000 cubic feet

This 1967 inventory is an increase of 34,000 over 1966. From 1961 thru 1966 their average annual increase was 11,000 cu. ft.

2. COST OF A 4-DRAWER SAFE. \$585. SAFES IN USE. 12,000

A safe holds 8 cubic feet of records.

A safe uses 8 square feet of floor space.

(4 for the safe and 4 for the drawer to open over)

Shelf files provide greater density of files per foot of space.

3. VITAL RECORDS DOCUMENTS DEPOSITED LAST YEAR. 17,000 items

This is an expensive and active program. It occupies almost 9,000 cubic feet at the Center.



Next 1 Page(s) In Document Exempt



TOTAL

RECORDS ADMINISTRATION PROGRAM

CREATION

Forms Control

Correspondence Improvement

Reports Management

MAINTENANCE

Records Surveys

Filing Equipment and Supplies

Storage and Retrieval Systems

Vital Records

DISPOSITION

Records Control Schedules

Records Storage and Service

Agency Archives

Records Disposal





TOTAL OFFICE HOLDINGS

AΨ

ARCHIVES AND RECORDS CENTER

8 March 1968

	ì	(cubic feet)	
DDS		22,494	
DDP ·		22,945	
DDI	•	42,954	
DDS&T		5,129	
DCI Area		1,604	
Archives		6,272	
Historical		698_	
	TOTAL	102,096	
O/DDS		317	
O/Communications		597	
O/Finance		11,054	
O/Logistics	ž'	3,035	
O/Medical Services	·.	967	
O/Personnel		2,592	
O/Security		3,191	
O/Training		717	
Support Services Staff		24	
	TOTAL	22,494	



RECORDS ON HAND

IN THE

ARCHIVES AND RECORDS CENTER

8 March 1968

	(cubic feet)
Inactive Office Records	66,110
Supplemental Distribution	20,991
Vital Records	8,723
Agency Archives	6,272
	102,096 *

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CIA ARCHIVES AND RECORDS CENTER

ANNUAL VOLUME INCREASE

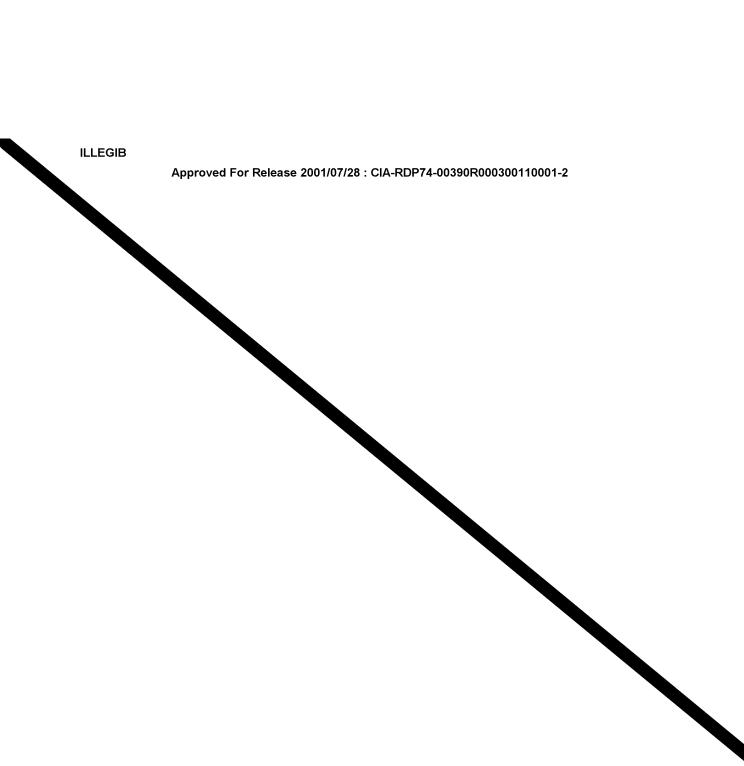
(in cubic feet)

Fiscal Year	Received At Center	Removed From Center	Net Increase For Year	Volume On Hand
1957	13,264	8,088	5,176	33,079
1958	11,147	7,309	3,838	36,916
1959	15,712	5,239	10,473	47,520
1960	17,817	5,846	11,971	59,491
1961	15,768	5,193	10,575	70,066
1962	14,775	6 , 795	7,980	78,046
1963	14,827	12,026	2,801	80,846
1964	14,891	13,286	1,605	82,452
1965	14,361	13,954	404	82,859
1966	14,035	9,189	4,846	87,705
			*	

AVERAGE ANNUAL GROWTH FOR 10-YEAR PERIOD -- 5,967 cubic feet

1967 17,917 7,312 10,605 98,310







Survey of

GOVERNMENT MICROFILM OPERATIONS

A Summary of Reports

FEBRUARY 12, 1954

By

Records Engineering, Inc.

Washington, D.C.

This SUMMARY is taken from the following reports:

Special Report on Government Microfilm Equipment

Proposed Government-wide Controls on Microfilm Equipment and Projects

Report on Standards for Government Microfilm Operations

Analysis Report on Specific Operations in Selected Government Agencies

made in fulfillment of Contract No. GS-OOR-1 between the United States of America acting through the Administrator of General Services and Records Engineering, Inc.

Among the early official acts of the new Administrator of the General Services Administration, Mr. Edmund Mansure, was a review of microfilming costs in the Federal Government. The official records available indicated that microfilming had grown into a big business costing several million dollars a year. To get an objective outside view of the problem as quickly as possible, the Administrator decided to obtain the services of an established, reputable management firm. Records Engineering, Inc., was consulted with a view to obtaining, for the first time in the history of the Federal Government, a general study of the microfilm problem to determine:

- a. The extent of microfilming in the Federal Government,
- b. The efficiency of technical operations, and
- c. The relative value and cost of the results as compared with those obtainable through the application of other modern records management techniques.

THE SURVEY

To save time, the survey was made by means of a questionnaire, which was circulated among all executive agencies. This was followed by on-the-spot reviews of many Government operations. The questionnaire was pilot-tested in a few agencies before being released.

Information developed in the course of this survey revealed that the Federal Government has been using microfilming techniques for approximately twenty-five years. At one time, microfilming was practically the only available means for solving space and equipment problems resulting from the millions of cubic feet of records which were accumulating. Other methods of managing records were either unknown or in an experimental stage. The survey confirmed the fact that microfilming in the Government has grown from the few portable and often home-made installations of the early thirties into a multimillion dollar business (see statistical notes).

More than a quarter of a million feet of records were microfilmed during 1953. These records, if filed together in office-type equipment, would fill a filing room approximately the size of five football fields. The cost to the Government was in excess of \$4,840,000. The film produced would stretch from Washington to San Francisco and back, with enough film remaining to reach part way to the Mississippi River again. Stated another way, if the reels themselves were placed in one stack, they would top twenty-five Empire State Buildings.

The survey further revealed that records in the Federal Government are created and filed at a rate 17 times as great as that at which they are currently being microfilmed. Since only about 40% of Governmental microfilming was accomplished for disposal purposes, it is evident that microfilming alone cannot relieve the Government of its record storage problem except at a prohibitive cost.

From the mass of data developed from questionnaires and on-the-job studies, detailed analyses and recommendations have been furnished to the Administrator concerning:

- a. The need for Government-wide controls,
- b. The standards and criteria which would be effective for administering Government-wide controls,

Approved For Release 2001/07/28: CIA-RDP74-00390R000300110001-2 C. The location, agency distribution and efficiency of Government owned or rented microfilm equipment, and

d. Case studies of certain major microfilming projects.

The survey began in July 1953 and was completed in February 1954. It was under the immediate direction of Irving Zitmore, Vice President, Records Engineering, Inc.

NEED FOR CONTINUING ACTION

One of the first and most fundamental conclusions reached during the survey was that continuing action by a competent authority is needed to assist Federal Agencies in making the best possible use of microfilming techniques. A Government-wide control program is needed. A substantial part of current microfilming expenditures could be saved through the application of modern records management methods. This, in effect, is a saving-upon-saving, since many of the existing microfilming projects originally were begun to solve space, equipment, or procedural problems. For example, a regularly scheduled life period for a given file of records, after which it can be destroyed, usually makes microfilming for space purposes unnecessary.

Cost comparisons show that records which are kept two years in active office space and then retired under specialized warehouse conditions to a Federal Records Center could be so maintained from twenty to over sixty years before equalling the cost of microfilming. (This omits servicing and other upkeep cost of the film - see chart.) Analysis of records in both industry and Government shows that about 90% of all records may be disposed of in one to ten years. Microfilming is frequently many times more expensive than Federal Records Center retention. The review made of Governmental records keeping systems has also shown that many microfilming projects can be sharply curtailed or even eliminated by the more effective use of existing records, or through changes in the policies and procedures for the creation and handling of records.

Another advantage to be gained from a Government-wide control program would be an increase in the utilization of the Government's microfilm equipment from its present low point of 18.5% to a minimum acceptable level of 50%. Considering the multiple duties of many of the employees assigned to microfilm work, a utilization of equipment greater than 50% would probably be feasible only in large production shops. The excess capacity of such shops should of course be made available to other agencies, particularly the small users. A greater interchange of facilities, should also be part of the Government-wide control program.

The General Services Administration through its constituent activity, the National Archives and Records Service, has the responsibility under the Federal Records Act of 1950, for promoting active and continuous records management programs among the Federal Agencies. Because records management and microfilming are both parts of the same problem, we have recommended that

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It should be emphasized that responsibility for the program should be established at a high level in the hands of a technically competent executive who should have an adequate staff to accomplish the program. It is understood that a control program of the magnitude contemplated by this report would take some time to develop. Nevertheless, it is expected that prompt action by the Administrator of the General Services Administration might accomplish very extensive savings within the first year. Most of the savings discussed in this report should be accomplished within two or three years, after which time costs in relation to product would be kept substantially much lower than at present.

FIRST STEPS WHICH SHOULD BE TAKEN

As soon as necessary authority is obtained and a program established for continuing Government-wide controls it was recommended that

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There exists a large number of continuing microfilm projects which should be reviewed as soon as possible. Approximately 230 significant projects (projects in excess of 20,000 images) were reported during the survey. It would be unwise, even impossible, to terminate all existing projects until they could be reviewed. Therefore, the recommendation was made that

a priority is examinated by Ceneral Spanicus Administrafich for ferviewing existing projects so as to (a) obtain the first most object projects as a particular and (b) resolve the most object projects.

ENABLING LEGISLATION

The Federal Records Act of 1950 contemplated the continuing and dynamic promotion of records management programs within the Federal Government by the General Services Administrator. It does not however, provide specific regulatory powers with regard to microfilming. Therefore, the recommendation was made that

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Approved For Release 2001/07/28 : CIA-RDP74-00390R000300110001-2 In order to make legislation effective it has been recommended that

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It is anticipated that effective management specialists giving full time to the control of microfilming projects would pay for their salaries many times over within the first few months of operation and thereafter continue to pay large dividends to the Government.

SAVINGS IN VIEW

During the course of the study, many opportunities for substantial savings were found. The most obvious of these was in connection with the low utilization of microfilm equipment in Government plants. At the same time more than a quarter of a million dollars was spent for rented equipment and an additional \$660,000 for procurement of new equipment. Better utilization not only would release equipment and save greatly in personal services, space and related costs, but would also make almost all rental outlays and new purchases unnecessary.

To these savings should be added those to be realized from the installation of improved procedures and from the substitution of more effective and more economical records management techniques for those now in use. Operational savings of more than \$2,400,000 were made possible as a result of this brief study and undoubtedly others will be found as each of the 230 reported projects is examined in detail.

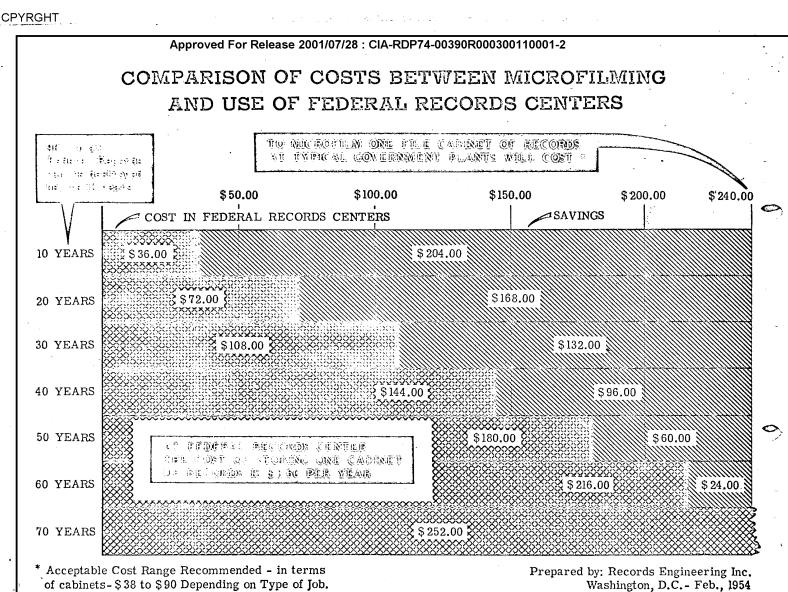
A number of newly proposed projects were found to be technically unsuitable, such as microfilming of X-rays; or were questioned in the light of present day records management principles and government requirements. These had an expected cost, over the life of the projects, of \$6,660,000. This type of savings can only be made through the application of Government-wide controls while such proposals are in the early planning stage.

SUMMARY

- A. Microfilming has become a major Government enterprise.
- B. A continuing program of Government-wide controls is needed.
- C. Enabling legislation to allow the General Services Administration to pool resources and to give Federal agencies assistance and guidance is urgently needed.
- D. Savings estimated at \$2,400,000 in present operations were in view at the time of the survey, and \$6,600,000 of proposed projects were found unacceptable in light of . modern records management standards.

STATISTICAL NOTES

GOVERNMENT PRODUCTION (1953)	
Images Reels of Negative Film Reels of Duplicate Film Paper Prints	189,948 183,623
<u>COSTS</u> (1953)	
Equipment PurchasesEquipment Rentals FilmPersonal ServicesContract Services	270,019 883,624 2,545,020
FACILITIES (June 30, 1953)	41,010,012
Owned 785 Cameras which cost485 Readers which cost791 Other pieces of equipment which cost	234, 982
Rented 522 Cameras at annual rental of 275 Readers at annual rental of 226 Other pieces at annual rental of	\$ 232,510 19,822 17,687
EFFICIENCY FACTORS	\$ 270,019
Utilization of Equipment	
Present utilization ranges:	18.5%
Cost Per Thousand Images Present costs range: Typical Government-wide cost (which includes document preparation, equipment costs, film, supervision, in-	
spection, but excludes overhead) are: Acceptable range 16 mm negative permanent film and operation is:	\$ 20.
1/ Non-permanent film, no preparation and related costs, check-size 2/ Check-size through legal documents.	•







RECORDS CENTER EXPANSION

A&E:

(l) Feasibility Study	\$ 6,000.00
(2) A&E Title I	36,000.00
(3) A&E Title II	50,000.00
	\$92,000.00

Construction:

С.	10,000 sq. ft. (Vital Records) 1,000 sq. ft. (Research and Archives) Security (Vault Doors and Alarm Systems) Shelving S.T.	\$ 600,000.00 200,000.00 50,000.00 50,000.00 48,000.00 \$ 948,000.00
	O. H. and P and Cont.	248,850.00 \$1,196,850.00
	Say	\$1,200,000,00

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<u>.</u>	PROGRAM CALL	O/LOG EST.
Feasibility Study		\$ 6,000
Architect and Engineering - Title I Design (The 1957 A&E Contract was \$18,000)	\$ 25,000	\$ 36,000
Architect and Engineering - Title II Supervision	ı	\$ <u>50,000</u> \$ <u>92,000</u>
CONSTRUCTION COSTS		,
Building Construction (MARS estimate, 30,000 sq. ft. @ \$15 per)	\$ 450,000	\$ 600,000
Shelving (Federal Prisons, 60,000 cu. ft. @ .80 instd)	\$ 48,000	\$ 48,000
OTHER PROBABLE COSTS		
Security (Vauli doors and alarm systems)	\$ 50,000	\$ 50,000
Research and Archives Area (5 cubicals and equipment - 1,000 sq. ft.)	\$ 50,000	\$ 50,000
Vital Records Area (Reinforced sub-basement - 10,000 sq. ft.)	\$ 77,000	\$ 200,000
O/Logistics Contingencies and Supervision	\$ <u>50,000</u> \$ <u>750,000</u>	
Overhead Profit (15%) and Contingencies (10%)		\$ 248,850
ESTIMATED BUILDING CONSTRUCTION COS	TS	\$ 1,196,850

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casibility Study		\$ 6,000
Architect and Engineering - Tatte I Design (The 1957 A&T Contract was 518,000)	\$ 25 , 000	\$ 36,000
Architect and Engineering - Misle II Supervision	n	\$
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O/Logistics Contingencies and Supervision	\$ <u>50,000</u> \$ 750,000	
Overhead Profit (15%) and Contingencies (10%)		\$ 248,850
ESTIMATED BUILDING CONSTRUCTION CO	STS	\$ 1,196,850

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- \$1, 250,000 to contract to have the job done. To do the job ourselves we would need 21 ceiling positions for three years and at least part of them would have to become permanent if we were to continue to microfilm new accessions.
- g. Microfilming 50,000 cubic feet of hard copy will reduce the storage volume to 500 cubic feet of microfilm, permitting 49,500 cubic feet of storage space to be recovered. There are about two cubic feet of storage space for each square foot of floor space. Therefore, we would recover about 24,750 square feet of floor space. The new Federal Records Center at Suitland cost about \$15 per square foot to build. Shelving is eighty cents per cubic foot extra, installed. At this rate, it would cost the Agency about \$410,000 to build and shelve space equivalent to that which would be recovered by microfilming.
- h. If we continue to microfilm half of the annual growth of about 10,000 cubic feet, we will use storage space at about the rate of 5100 cubic feet per year. At this rate, the 49,500 cubic feet of storage space recovered in our present Records Center by microfilming 50,000 cubic feet of records will last about 91/2 years. On the other hand, if we continue to store hard copy for 91/2 years at the rate of 10,000 cubic feet per year, we would have to build 95,000 cubic feet of storage space, or 47,500 square feet of floor space. At \$15 per square feet plus 80 cents per cubic foot for shelving, 95,000 cubic feet of storage space would cost about \$800,000.
- i. In short, we can recover space to last 9 1/2 years at a cost of something between \$.5 and \$1.25 million for microfilming, with a continuing cost of about \$100,000 per year to microfilm half of the annual growth. Alternatively, if we build space for 9 1/2 years of hard copy growth, it will cost about \$800,000.
- j. There are factors other than cost to be considered. At the present time there are about 93,000 reels, (1200 cubic feet) of microfilm and 150 cubic feet of other miniaturized products stored at the Records Center. (Aperture cards, minicards, microfiche cards, etc.) These items are integral parts of customer officer procedures where facilities exist for photo-

graphing, indexing, and reproduction or viewing of items recalled from storage. They are used because they contribute directly to the effectiveness of the systems of which they are a part, but they have not all been considered reliable enough to permit destruction of the original hard copy, much of which is also stored in the Records Center. The Office of Basic and Geographic Intelligence recently discontinued a microfilming project after two years of operation because it cost too much to maintain and the quality of the product was less than satisfactory. The use of miniaturization requires extensive system study to provide for selective filming, systematic indexing, purging, inter-filing, updating, and maintenance. These factors, in addition to cost cause professional records officers throughout government to recommend strongly against microfilming.

k. All factors of cost and system implications considered seem to lean toward construction but clearly we must find some way to bring growth into closer balance with destruction if we are to avoid the need to repeatedly build additions to the Records Center every 5 to 10 years.

4. Creation and Control

a. The records storage problem would be less pressing if we had fewer records to store. Foolish as that statement may seem, it is more the less a very serious part of the overall records problem. CIA has a reputation for having one of the best records programs in the government. This is primarily because we have records disposal and destruction schedules for nearly all records the Agency produces and we have destroyed half the total volume that has been received at the Records Center since it opened. Like most records programs, the whole emphasis has been on storage and destruction to relieve pressure first on office space and later on Records Center storage space. This can be explained by the circumstance that it is relatively easy to manage and control disposal and destruction but even here there are serious difficulties which must be overcome. Thirty-eight thousand cubic feet of the one-hundred thousand cubic feet of records now stored at the Records Center have no scheduled date for destruction. This means that more than one-

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third of the present volume must be kept "forever" because we have no mechanism to compel responsible authorities to decide what really is worth saving and establish realistic destruction dates for the remainder.

- b. Little or no attention has been given to selective, thoughtful identification of records which should be retained. Safe drawers are emptied and the contents retired to the Records Center because there is a need for space in the safe. Files are scheduled for destruction at a time in the future that guarantees that the usefulness of the most valuable single paper will long since have passed. No effort is made usually to review the content and identify items which really should be kept. We wait until we are sure the whole file can be thrown away. People store things in files for temporary retention but they don't review them, sort them and destroy any before they are retired.
- c. We have no reports management program in the Agency, yet our computers and manual systems produce more and bigger reports every year. New requirements for program planning and management information are being generated continually from without as well as from within the Agency yet no systematic authoritative review is conducted to eliminate old reports which may no longer be required. The result is that we continue to produce all of the old as well as the new in multiple copies many of which inevitably find their way into Records Center storage. We find that the Records Center stores computer printouts of several thousand pages with only one line containing a few words on each sheet.
- d. There is no effective correspondence management program in the Agency. We have no way of controlling or managing the creation of paper and no systematic and uniformly applicable method of determining who should be the office of record. Originators, addressees, coordinators and recipients of information copies of correspondence all file copies of the same documents for their own working purposes but it is virtually certain that there is no subsequent authoritative review to ensure that only one record copy is sent to the Records Center. This kind of review cannot be conducted at the Records Center because they

have no way of tracing the distribution which might have been made of a particular document. If they could, they would not normally be qualified to judge which should be kept for how long and which should be thrown away.

- e. We have no way of controlling or managing and literally no rules governing the use of copying machines. Documents are duplicated in uncontrolled quantities for working papers or as conveniences for people attending meetings, for example. Everyone present is furnished a copy and many take their copies back to their offices. Some may be destroyed, but many are certain to be filed. Once filed, it is almost certain that they will eventually be stored.
- I. We have an antiquated vital materials program in the Agency. It was developed fifteen years ago based upon premises of emergency hot war conditions which have long since been overtaken by the technology of modern weapoury. We store vital papers at a remote location without any real expectation that people would be able to get where they are to use them in the event of hot war. We store vital data on magnetic tape but we don't store the computer programs to run them, and we have no back-up equipment anywhere which could be used under emergency conditions in any case.
- g. We have no authoritative forms management and control program in the Agency yet we spend more than a quarter of a million dollars a year to print them. Forms Management functions as a reasonably effective monitoring system through the informal organization but only in the role of guiding and assisting. When an operating official has a requirement for a new form he is at liberty to design it himself and accept or reject the technical guidance of the one qualified forms technician in the Agency. He can accept or reject a suggestion that another form already in existence would serve his purpose equally as well. We have 2400 official forms in the Agency, and uncounted numbers of "bootleg" unofficial forms. There is no way to review them systematically to identify and eliminate the obsolete.
- h. These conditions exist in large part because the significance of paperwork management is neither understood nor of

interest to authoritative levels of management. Consequently, they do not support it and it cannot be effective without their support.

- i. Several years ago the Records Management Staff was reduced from 27 to 14 and later to six positions. Responsibility for establishing and maintaining effective records programs, to include all elements from creation to destruction, was decentralized to the Deputy Directors and Heads of Independent Offices. (See TAB B). The small remaining central records staff was made responsible for monitoring and lending guidance and assistance. This is a perfectly valid concept in theory, but it has been ineffective in practice because it has not been supported, and no concerted effort has been made to gain the necessary support.
- i. The only professional records officers in the Agency are the 6 assigned to the central staff. The few positions elsewhere in the Agency to which full time records responsibilities have been assigned are usually filled by junior professional officers for short tours until suitable assignments are available in the field of their primary career interest. In a great many instances records responsibilities are assigned to individuals in addition to their other duties with the result that little or no professional attention is given to any of the elements of a records program. In these times of tight budgets and compressed ceilings operating officials are extremely reluctant and often decline completely to commit any of their resources to giving proper attention to paperwork management.

5. Conclusions

- a. Long term resolution of the records problems of the Agency is contingent upon the effectiveness of the overall program including:
 - (1) Records creation
 - (2) Correspondence management
 - (3) Forms management

- (4) Reports management
- (5) Management and control over copying machines
- (6) Vital materials program

Only through much more vigorous attention to these elements of the program is there any hope of reducing the volume of records to be stored. Each of them is deserving of separate study and separate recommendations.

- b. Decentralization of responsibility for the records program has not been effective, but the theory seems sound and should be supported.
- c. Action is required to raise the general level of professionalism among records officers throughout the Agency.
- d. Some 50,000 cubic feet of records can be microfilmed at a cost somewhere between \$.5 and \$1.25 million dollars, perhaps about equal to the \$.8 million dollar cost of building space to house 50,000 cubic feet of hard copy, but the choice should not be made in terms of cost alone. Overall microfilming system problems are such that professional records officers throughout the government recommend strongly against it. They favor construction at least for the next several years pending some new breakthrough in the technology. The only way to verify or discredit these convictions would be to obtain recommendations from a private consultant. This would probably delay action toward easing our immediate storage problem for about a year. Unfortunately the information available does not lead to an incontestable conclusion supporting either microfilming or construction.

6. Recommendations

a. That we engage a private consulting firm to study our records storage problem and recommend appropriate solution, recognizing that this will probably delay action toward a solution of the storage problem for about a year.

- b. Alternatively, that we seek authority from the Executive Director-Comptroller to construct an addition to the Records Center to store an additional 50,000 cubic feet of records (5 years growth) at a cost of about \$500,000.
- c. That the Chief, SSS prepare a memorandum for the Deputy Director for Support to send to the Executive Director-Comptroller, the General Counsel, the Inspector General and the other Deputies requesting that they designate a senior officer to represent them in fulfillment of responsibilities prescribed in Headquarters Regulation (TAB C)

d. That the officers so designated be constituted as a working Agency Records Committee under the Chairmanship of the Agency Records Administration Officer to deal with the problems of the Records Program as described earlier in this paper.

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Chief, Support Services Staff

The recommendations in paragraph 5 are approved (except a or b).

R L Bannerman
Deputy Director
for Support

Date

Attachments

Att 1: Microfilming Costs

Att 2: DD/S memo dtd 31 May 1961

(DD/S 61-1858)

Att 3:

DDS/SSS/RHW:jms (14 December 1967) Distribution:

Orig - Adse w/atts

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Approved For Release 2001/07/28 : CIA-RDP74-00390R000300110001-2

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TAB

MICROFILMING COSTS

The most practical way to microfilm voluminous inactive records having the physical characteristics of most of those in the Records Center would be to use 16mm rotary cameras at a reduction ratio of 24 to 1. The rotary camera would be hand fed for those files made up of mixed sizes, colors, and weights of papers. Files of uniform papers would be automatically fed by using a motorized feeding mechanism attached to the rotary camera.

Hand feeding would produce 10,000 filmed pages per day per camera. Automatic feeding would average close to 30,000 pages per day. A combination of the two modes of feeding would produce an average of 15,000 pages per camera per day.

Basing the average filming speed at 14,000 pages per camera day, the following costs would result:

- 50,000 cu. ft. @ 2,000 pages per cu. ft. = 100,000,000 pages
- 1 reel (100 ft.) 16mm film at 24xi = 3,000 pages per reel
- 100,000,000 pages $\div 3,000$ pages per reel = 33,333 reels
- 100,000,000 pages +15,000 pages per camera day = 6,666 camera days
- 6,666 camera days = 6,666 operator days
- 33,333 reels @ \$4.21 per reel incl. developing = \$140,330
- 6,666 camera days @ \$4 rental per day = \$26,665
- 6,666 operator days (GS 4.3) @ \$20.16 per day = \$134,400

(For each operator day 1/3 day would be required to condition papers for filming, i.e. remove fasteners and prepare "targets" to replace identifying data carried on file dividers, folder tabs, box labels, etc. Thus 2, 222 man days for conditioning would be required.)

- 2, 222 conditioning days @ \$20.16 per man day = \$44,800

(For each camera day 1/10 day would be required to inspect film, splice retakes, and label cartons. This would total 667 man days.)

- 667 inspecting days @ \$20.16 = \$13,440
- 667 film reader equipment days rental @ \$1.50 = \$1,000

 Total all costs this sheet \$360,635

The microfilming of 100,000,000 pages should take 2 to 3 years. Less time would require larger numbers of people and equipment items and therefore more working space. A longer period would not keep far enough ahead of new deposits and no doubt would cost much more due to the continual rising of costs.

For the sake of costing, assume 30 months to complete the filming of 50,000 cu. ft. of records.

- 30 months = 600 working days
- 6,666 camera days + 600 = 11 cameras
- Il cameras = Il operators
- il cameras = 4 conditioners
- 11 cameras = 1 inspector

For the above force of people there should be:

- 1 Supr. -in-charge ... GS 12.3 for 30 months = \$29,210
- 1 Asst. supervisor ... GS 9.3 for 30 months = \$20,545
- 1 Camera supervisor ... GS 7.3 for 30 months = \$17,193
- 1 Conditioning supr. ... GS 7.3 for 30 months = \$17,193
- 1 Laborer ... equiv. GS 3.3 for 30 months = \$11,392

 Total salary supr. & labor = \$95,533

 Total from preceding sheet = \$360,635

 *GRAND TOTAL COSTS \$456,168

Space requirements would average out at the same per person allowance as for clericals, i.e. $40 \text{ sq. ft.} \times 21 = 840 \text{ sq. ft.}$

GRAND TOTAL SPACE 840 SQ. FT. GRAND TOTAL PEOPLE 21

* Does not include hiring costs, training costs, fringe benefits, space costs, secretarial assistance, management overhead, etc.

The cost figures shown do not include certain overhead costs and they are based on near optimum conditions. A 10% adjustment for unforseen slippage added to the overhead costs would raise the total costs to as much as \$525,000. Slippage could result from operator ineptness or machine malfunctioning.

Costing experiences with private contractors suggests that the Agency could not obtain a bid from an acceptable contractor for less than \$12.50 per thousand pages or \$1,250,000 for the contemplated quantity of 100,000,000 pages. Because of the scarcity of good help, a contractor would require at least 18 months to complete this job. It would be particularly difficult for a contractor to recruit people that could meet both aptitude and security requirements and yet be willing to work for a comparatively modest wage.

The kind or mode of microfilming discussed is by far the least expensive. The film is wound in 100 ft. lengths on plain reels that would be threaded onto reading devices. The reader could or could not have hard copy printing capability. Records Center personnel could, if desired, service requests for material so filmed at a rate of 5 to 10 minutes per request, depending on the need for photo copying or hand abstracting. Reference costs would be less if the less active files were selected for microfilming.



DD/S 61-1858

31 May 1961

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MEMORANDUM FOR: Mr.

Chief, Records Management Staff

SUBJECT

: Transfer of Agency Records Management Function to the

Immediate Office of the Deputy Director (Support)

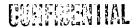
REFERENCE

: Headquarters Notice

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- 1. Effective 1 June 1961 the Agency's records management function is assigned to the immediate Office of the Deputy Director (Support).
- 2. By this memorandum you are designated the CIA Records Administration Officer. As a member of my immediate staff you will continue to have the responsibility for providing Agency-wide leadership and guidance in the administration of our Records Program and will supervise the work of the Records Center. Although our Records Program will be continued generally as presently set forth in Headquarters Regulation it is my desire that much greater emphasis be given to decentralizing the work involved in administering the Program. It is my belief that a substantial part of our effort has been devoted to performing work for the several Agency components which they can, with proper training, do more efficiently for themselves. In fact, insofar as the disposition of records is concerned it seems to me that they alone can properly make the necessary judgments.
- 3. When our Program was new, it was appropriate that we render extensive assistance in order to standardize procedures, get the Program moving, etc. However, after approximately ten years of operation I believe that the components are now fully prepared to carry on with a minimum of assistance. We should, therefore, change our emphasis from one of doing an extensive amount of work for the several components to one of ensuring that they know how to do the work for themselves in a way that standardizes and systematizes the Agency's records, filing, forms, reports, etc., to the maximum.
- 4. I know that you have several projects now in progress. These should be completed, and I understand it is reasonable to expect that they can be finalized within the next sixty to ninety days. Thereafter I believe that our present Headquarters Staff can be reduced from fourteen to eight and I will expect you to work out an orderly plan to accomplish this as rapidly as possible.

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5. We should also revise Headquarters Regulation with a view to place ing more emphasis on the decentralization of records administration and spelling out in clear and well-defined language the delineation of responsibilities and duties that you as the CIA Records Administration Officer will perform on the one hand and Agency A Component records administration officers will perform on the other.

L. K. White Deputy Director (Support) **TAB**

CONFIDENTIAL Approved For Release 2001/07/28 CIA RDP74-00390R0003001100 RECORDS AND CORRESPONDENCE

SECTION I: RECORDS

- 1. RECORDS ADMINISTRATION. This paragraph provides for a continuing Agency Records Administration Program to control and improve records from their creation or receipt to their disposition, and prescribes policies and responsibilities for effectively carrying out the program.
- a. RECORD MATERIAL DEFINED. For the purpose of this paragraph, record material is defined as: all books, papers, maps, photographs, films, recordings, or other documents and material regardless of physical form or characteristics, created or received by any part of the Central Intelligence Agency pursuant to Federal law or in connection with the transaction of public business and preserved or appropriate for preservation by CIA or its legitimate predecessor or successor organizations as evidence of the organization, functions, policies, personnel, decisions, procedures, financial or legal transactions, operations, or other activities or because of the informational value of data contained therein. "Records" and "record material" may be used interchangeably.
- b. RECORDS ADMINISTRATION PROGRAM. The Records Administration Program consists of the elements listed and described below:
 - (1) Reports Administration The analysis, improvement, and control of administrative reporting.
 - (2) Correspondence Administration The application of improved standards and procedures for preparing and handling correspondence.
 - (3) Forms Administration The analysis, design, and control of forms.
 - (4) Records Maintenance The establishment of standard procedures, systems, equipment, and supplies for records maintenance.
 - (5) Records Disposition The economical and systematic disposition of Agency records including their preservation, retention, transfer, protection, and disposal according to approved schedules.
 - (6) Vital Records Administration The timely selection of vital records and their prompt transfer to and secure maintenance in a designated Agency repository. Vital records are records which are essential to the continued operation of the Agency in an emergency, and which, if destroyed, would constitute a serious or irreplaceable loss.
- c. **POLICIES.** The Agency Records Administration Program shall be administered on a decentralized basis through programs governed by the following policies:
 - (1) Records shall be made and preserved to provide adequate and proper documentation of the organization, functions, policies, decisions, procedures, and essential transactions of the Agency. Such records shall be designed to furnish the information necessary to protect the legal and financial rights of the Government and of persons directly affected by the Agency's activities.
 - (2) Measures shall be taken to ensure that essential records are created and maintained by the most efficient and economical methods.
 - (3) Measures shall be taken to ensure that nonessential records, reports, and forms are not created.
 - (4) Vital records shall be identified in schedules and currently deposited in a designated Agency repository.

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e 2001/07/28 : CIA-RDP74-00390R000300110001-2 RECORDS AND CORRESPONDENCE

- (5) The Agency Records Center shall be a facility for storing, processing, and servicing retired Agency records, and will serve as an Agency archival facility. The Records Center shall be compartmented and controlled in such a manner that the defense classification or sensitivity requirements of the office transmitting the records are honored.
- (6) Records control schedules shall be developed to identify and preserve records of permanent value, and to provide the basis for periodic removal of noncurrent records from office space and filing equipment to more economical storage, and destruction of records of temporary value. These schedules shall be maintained in a current status.

d. RESPONSIBILITIES

- (1) THE CIA RECORDS ADMINISTRATION OFFICER. The CIA Records Administration Officer shall:
 - (a) Furnish staff guidance, assistance, and coordination of the Agency Records Administration Program.
 - (b) Provide forms analysis, design, and reference services; approve new or revised forms; and ensure that appropriate coordination of new and revised forms is effected.
 - (c) Review and approve records control schedules, vital records schedules, and requests for equipment and supplies to the extent necessary to assure compliance with Records Administration Program requirements.
 - (d) Direct the activities of the Records Center.
 - (e) Maintain Agency liaison with the National Archives and Records Service, General Services Administration, and other Federal and private organizations on records administration matters.
 - (f) Review the Records Administration Programs established in the various Operating Offices.
 - (g) Promote the Records Administration Program through training and publicity.
 - (h) Develop and maintain a system of managing administrative reports.
 - (i) Conduct research on records techniques and procedures to improve and promote efficient paperwork management practices.
- (2) THE EXECUTIVE DIRECTOR-COMPTROLLER, DEPUTY DIRECTORS, AND HEADS OF INDEPENDENT OFFICES.* The Executive Director-Comptroller, Deputy Directors, and Heads of Independent Offices shall:
 - (a) Establish, direct, and maintain for their respective jurisdictions Records Administration Programs consisting of the elements outlined in subparagraph b above.
 - (b) Maintain liaison with other offices of the Agency, as required, in the performance of their records administration responsibilities.
 - (c) Designate an individual who will be responsible for the development and administration of the Records Administration Programs under their respective jurisdictions.

2-4. Reserved.

^{*}The Inspector General and the General Counsel.